United Nations A/65/742

General Assembly

Distr.: General
18 February 2011

Original: English

Sixty-fifth session
Agenda item 134
Human resources management

Special measures for protection from sexual exploitation and sexual abuse

Report of the Secretary-General

Summary

The present report presents data on allegations of sexual exploitation and abuse in the United Nations system for the period from 1 January to 31 December 2010. It also describes progress made in the enforcement of United Nations standards of conduct related to sexual exploitation and abuse.

The number of allegations received decreased noticeably, from 154 in 2009 to 116 in 2010. Seventy-three per cent of the allegations received in 2010 relate to personnel deployed in peacekeeping and special political missions supported by the Department of Field Support. Within this category, the proportion of cases involving civilian personnel continued to increase.

In terms of strengthening measures for protection from sexual exploitation and sexual abuse, after a global review on the matter had been carried out a task force was established under the direction of the Inter-Agency Standing Committee established under General Assembly resolution 46/182, with a two-year mandate focusing on supporting field activities in three specific areas.

In addition, the Department of Field Support conducted a comprehensive survey of the activities of the Conduct and Discipline Teams and continued its action in the area of prevention of sexual exploitation and sexual abuse through training and awareness-raising initiatives.

11-23904 (E) 140311

Please recycle

I. Introduction

1. The present report is submitted in compliance with General Assembly resolution 57/306, in which the Assembly requested the Secretary-General to maintain data on investigations into sexual exploitation and related offences by humanitarian and peacekeeping personnel and all relevant actions taken thereon. Pursuant to that resolution, the Secretary-General issued a bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) that applies to all staff and related personnel of the United Nations, including staff of separately administered organs and programmes. As defined in the bulletin, "sexual exploitation" means any actual or attempted abuse of a position of vulnerability, differential power or trust for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. The term "sexual abuse" means actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

2. In response to the request contained in General Assembly resolution 57/306, and in accordance with the Secretary-General's bulletin, the present report provides information on the number and type of allegations of sexual exploitation and abuse received in 2010. It also sets out the status of investigations into those allegations as at 31 December 2010 and describes the initiatives taken to enforce United Nations standards of conduct related to sexual exploitation and abuse.

II. Reports of sexual exploitation and abuse in 2010

3. Information on allegations of sexual exploitation or sexual abuse reported in 2010 was received from 43 entities, including departments and offices of the Secretariat as well as agencies, funds and programmes of the United Nations system. A list of those entities is provided in annex I. The number of allegations reported for 2010 by all entities totalled 116, compared with 154 reported in 2009. Five entities reported having received one or more allegations, whereas 38 reported having received none.[1]

4. The nature of the allegations and their outcome are detailed in annexes to the present report. The omission of a reference to a particular entity in those annexes means that no allegations were reported in regard to personnel of that entity. Allegations involving personnel deployed in peacekeeping and special political missions supported by the Department of Field Support concern civilian, military, police and corrections personnel and, as there are different follow-up procedures for each category, the categories are presented separately in the annexes.

5. Allegations of sexual exploitation and abuse against United Nations Secretariat staff members and related personnel are conveyed to the Office of Internal Oversight Services (OIOS). Allegations are then recorded, evaluated and prioritized for investigation, referral or suspension pending further information or closed, as

[1] While the Department of Political Affairs is counted as a separate entity, the data related to special political missions supported by the Department of Field Support are included in the figures for the latter Department. Allegations made against United Nations Volunteers are included in the data provided by their host entity, since Volunteers fall under the category of United Nations-related personnel.

appropriate. Allegations that are prioritized for investigation undergo a preliminary fact-finding inquiry to determine whether the evidence available warrants further investigation. If it is determined that the evidence available is sufficient to warrant proceeding with the case, the case remains open. During this phase, the assigned investigator verifies and ensures that all relevant information has been obtained from the complainant. It is noted that investigations of alleged misconduct by military contingent personnel are governed under the revised model memorandum of understanding between troop-contributing countries and the Secretariat, as approved by the General Assembly in its resolution 61/267 B. Investigations of allegations in the separately administered funds and programmes of the United Nations are conducted by their respective investigative units, such as the Office of the Inspector General of the Office of the United Nations High Commissioner for Refugees (UNHCR), the Office of Audit and Investigations of the United Nations Development Programme (UNDP), the Office of Internal Audit of the United Nations Children's Fund (UNICEF) and the Office of Inspections and Investigations of the World Food Programme (WFP).

Allegations reported against United Nations staff members and related personnel other than those deployed in peacekeeping missions and special political missions supported by the Department of Field Support

6. Annex II contains details about the nature of allegations reported against United Nations staff members and related personnel other than those deployed in peacekeeping missions and special political missions supported by the Department of Field Support. Annex III contains information about the status of investigations into those allegations. As at 31 December 2010, 31 allegations of sexual exploitation and abuse had been made. The status of the allegations can be summarized as follows:

(a) The Office for the Coordination of Humanitarian Affairs received one allegation of sexual exploitation and abuse against a staff member. Following investigation by the special investigation unit, the staff member involved was reprimanded. In accordance with staff rule 10.2, a reprimand does not constitute a disciplinary measure;

(b) Four allegations were reported by UNDP, all of which were referred to or received directly by its Office of Audit and Investigation. One allegation of sexual assault involving a UNDP staff member was found to be unsubstantiated. Two complaints involving the exchange of money, employment or internship, goods or services for sex were lodged against UNDP staff members; one allegation was found to be unsubstantiated while the other was still under investigation as at 31 December 2010. One allegation against a service contractor accused of having had sexual intercourse with two minors was still being investigated at the end of the reporting period;

(c) Ten cases were reported by UNHCR. Five allegations involving the exchange of money, employment, goods, services for sex and the solicitation of prostitutes by UNHCR staff members were still pending at the end of 2010. One allegation involving the exchange of money, employment, goods or services for sex was found to be unsubstantiated after investigation. Four allegations involving the

exchange of money, employment, goods or services for sex were made against United Nations-related personnel (one United Nations Volunteer and three staff members of non-governmental organizations). One case was found to be unsubstantiated and three were still under investigation as at 31 December 2010;

(d) The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) reported 12 allegations of sexual assault, including 8 allegations of assault of a minor. Ten allegations involved staff members and two allegations involved workers paid on a daily basis. Four cases were found to be unsubstantiated and six were forwarded to the competent human resources service for action. One case was closed due to the resignation of the staff member before an investigation could be initiated and one investigation was pending at the end of the reporting period;

(e) WFP reported three allegations of sex with a minor and one allegation of solicitation of prostitutes, all lodged against staff members. Investigations into two of the cases of sex with a minor were completed during the reporting period; in one of the cases the allegation was found to be unsubstantiated and in the other case the matter was forwarded to the competent human resources service for action. The investigations into the two remaining cases had not been completed by the end of the reporting period.

7. Of 31 cases, 58 per cent had been investigated by the end of the reporting period. Of the cases investigated, 39 per cent were found to be substantiated and forwarded to the relevant offices for action.

Allegations reported against personnel deployed in peacekeeping missions and special political missions supported by the Department of Field Support

8. In 2010, 85 allegations of sexual exploitation and abuse involving personnel deployed in peacekeeping and special political missions supported by the Department of Field Support were reported to OIOS, a decrease compared with the 112 allegations reported in 2009. The number of allegations reported per month for each mission is set out in annex IV. Annex V contains information on the number of allegations per category of personnel deployed in peacekeeping and special political missions. Several figures have been included in the present report to provide a more detailed analysis covering the period from 2008 to 2010: a comparison of the number of allegations per year is presented in figure I, while figures II to IV show percentages of allegations by category of personnel and types of allegations; figure V details the number of allegations of sexual exploitation and abuse that were investigated and found to be either substantiated or unsubstantiated.

9. The majority of all allegations of sexual exploitation and abuse, 85 of 116, or 73 per cent, involved peacekeeping personnel. Those 85 allegations represent a 24 per cent decrease from the 112 allegations reported in 2009. From 2009 to 2010, there was a decrease in the number of allegations reported for four missions, namely the United Nations Integrated Office in Burundi (BINUB), the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the United Nations Mission in Liberia (UNMIL) and the United Nations Operation in Côte d'Ivoire (UNOCI). The most significant decrease

occurred in MONUSCO, which witnessed a decrease from 59 allegations in 2009 to 36 allegations in 2010. An increase in the number of reported allegations from 2009 to 2010 was observed for the following four missions: the United Nations Mission in the Central African Republic and Chad (MINURCAT), the United Nations Stabilization Mission in Haiti (MINUSTAH), the United Nations Mission in the Sudan (UNMIS) and the United Nations Integrated Mission in Timor-Leste (UNMIT). While the United Nations Interim Administration Mission in Kosovo (UNMIK) and the African Union-United Nations Hybrid Operation in Darfur (UNAMID) reported allegations in 2009, the two missions reported no allegations for 2010. The reverse occurred at the United Nations Military Observer Group in India and Pakistan (UNMOGIP), where no allegations were reported in 2009 and one was reported in 2010.

10. A cause for continued concern is the number of allegations of the most egregious forms of sexual exploitation and abuse, notably incidents involving the abuse of minors. Such allegations constituted 35 per cent of the allegations of sexual exploitation and abuse reported in 2010 (30 of 85 cases). This represents a decrease compared with 2009, when such allegations constituted 46 per cent of allegations of sexual exploitation and abuse (51 of 112 cases involved the abuse of a minor). Also of concern is that an additional 16 per cent (13 allegations) of all reported allegations of sexual exploitation and abuse involved the non-consensual sexual abuse of persons above the age of 18 or persons for whom age could not be ascertained, as compared with 13 per cent (15 allegations) for 2009. Therefore, in 2010, 51 per cent of the reported allegations were of the most egregious forms of sexual exploitation and abuse. The remaining 49 per cent (42 allegations) involved prohibited consensual activity (transactional and/or exploitative sexual relations) or assistance in the procurement of sexual favours.

11. In terms of the proportion of allegations of sexual exploitation and abuse per category of deployed personnel reported in 2010, 39 per cent (33 of 85 allegations) involved civilian personnel.[2] This represents an increase compared with the 34 per cent reported in 2009 (38 of 112 allegations) and the 33 per cent reported in 2008 (27 of 83 allegations). In 2010, 48 per cent (41 of 85 allegations) involved military personnel,[3] a continuing decrease compared with the 49 per cent (55 of 112 allegations) reported in 2009 and the 59 per cent (49 of 83 allegations) reported in 2008. Regarding police personnel,[4] 13 per cent of the allegations reported in 2010 involved this category of personnel (11 of 85 allegations), compared with the 14 per cent (16 of 112 allegations) reported in 2009 and the 8 per cent (7 of 83 allegations) reported in 2008. When compared with the total number of personnel per category, the ratio of allegations of sexual exploitation and abuse involving civilian personnel (excluding contracted personnel[5]) was of 1 allegation to 774 personnel, while the

[2] Civilian personnel includes staff members, United Nations Volunteers, individuals contracted by the United Nations and individuals employed by United Nations contractors.

[3] Military personnel includes military personnel and military observers.

[4] Police personnel includes United Nations police officers and formed police units.

[5] Owing to the small number of reported allegations (two) involving individual contractors and individuals employed by United Nations contractors, the number of contracted personnel was not requested. Therefore, the comparison involving civilian personnel does not include contracted personnel.

ratio involving military personnel was of 1 allegation to 2,125 personnel and the ratio involving police personnel was of 1 allegation to 1,224 personnel.[6]

12. Regarding the status as at 31 December 2010 of investigations into allegations of sexual exploitation and abuse reported in 2008, investigations had been completed in 74 per cent of cases; for allegations reported in 2009, investigations had been completed in 60 per cent of cases; and for allegations reported in 2010, investigations had been completed in 38 per cent of cases. Of the investigations into allegations of sexual exploitation and abuse that had been completed, 63 per cent of allegations reported in 2008, 51 per cent of allegations reported in 2009 and 55 per cent of allegations reported in 2010 were substantiated.[7]

13. In terms of referrals made for investigation under the provisions of the revised model memorandum of understanding with troop-contributing countries, in 2010 35 referrals were made to Member States. Consequently, the Department of Field Support received responses from 15 Member States indicating that they intended to conduct an investigation or appoint an officer to carry out investigations in coordination with the United Nations. The final results of the investigations were shared in 5 of the 15 cases. In four of those five investigations, the allegations were found to be unsubstantiated, while in the fifth investigation the allegations were substantiated and the Member State reported on the disciplinary action taken. Seven additional referrals were sent in 2010, requesting action to be taken in relation to investigations or case-related follow-up, and four responses were received in that regard. Finally, on nine occasions correspondence was sent for informational purposes only, without the expectation of a response.

14. In terms of disciplinary actions, in 2010 the Departments of Peacekeeping Operations and of Field Support referred four individual cases to the Office of Human Resources Management and four individual cases to the United Nations Volunteers Programme Manager for disciplinary action or other appropriate action following substantiated allegations of sexual exploitation and abuse by civilian personnel. In terms of military and police personnel, 23 referrals were made to troop- and police-contributing Member States for disciplinary action following investigations into allegations of misconduct. The Department of Field Support received responses from six Member States indicating that disciplinary action would be or had been taken following substantiated allegations of sexual exploitation or abuse. In their responses, the Member States indicated having taken measures against their personnel that included arrest pending court martial procedures, imprisonment for periods ranging from several days to two years and the barring of those personnel from any future employment at United Nations peacekeeping operations. Those measures were taken in response to substantiated allegations reported at UNMIL, UNOCI and UNMIS. One Member State reported having investigated allegations of sexual exploitation and abuse in UNOCI that were found

[6] The total number of personnel deployed per category was calculated by taking a yearly average of monthly deployment data recorded, on the one hand, by the Department of Peacekeeping Operations and the Department of Field Support for peacekeeping operations and, on the other hand, by the Department of Public Information in consultation with the Department of Political Affairs and the Department of Peacekeeping Operations for political and peacebuilding missions.

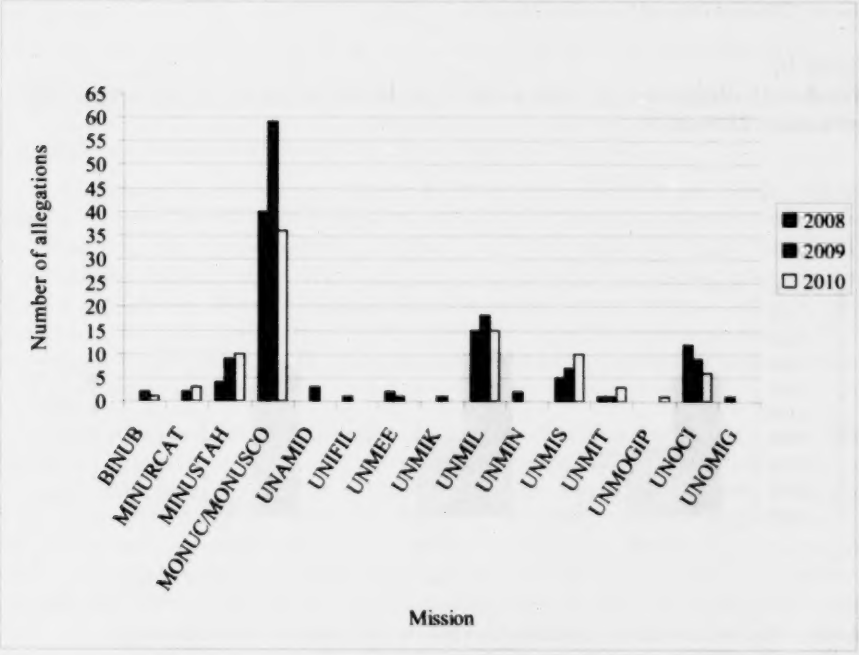
[7] Data compiled from the misconduct tracking system of the Department of Peacekeeping Operations and the Department of Field Support as at 14 January 2011.

to be unsubstantiated; nonetheless, letters of caution had been placed in the files of commanding officers.

III. Observations

15. For peacekeeping and special political missions supported by the Department of Field Support, the total number of allegations reported decreased in 2010 (85), following an increase in 2009 (112) (see figure I for the number of allegations broken down by mission). The number of allegations reported for 2010 approached that for 2008, the year with the lowest number of reported allegations (83) and remained far below the numbers for 2006 (357) and 2005 (340). However, allegations concerning the most egregious forms of sexual exploitation and abuse, namely sexual activities with minors and non-consensual sex, continued to represent slightly over 50 per cent of all reported allegations, a figure that remains fairly constant compared with 2009 (59 per cent) and 2008 (52 per cent).

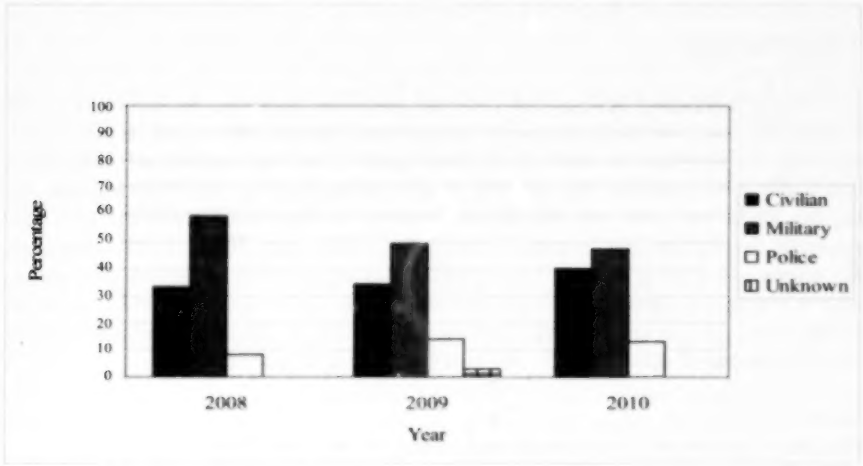
Figure I
Allegations of sexual exploitation and abuse, by mission, 2008-2010



Source: Office of Internal Oversight Services.

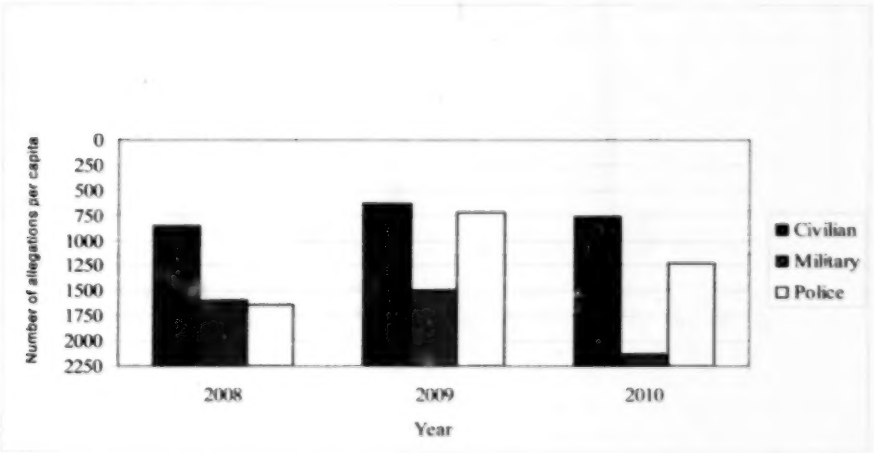
16. As detailed in figure II, allegations of all forms of sexual exploitation and abuse continued to be reported in larger numbers against military personnel. However, the category of military personnel was the one with the most significant decrease in the number of allegations per capita in 2010, with 1 allegation per 2,125 (see figure III).

Figure II
Percentage of allegations, by category or personnel, 2008-2010



Source: Office of Internal Oversight Services.

Figure III
Number of allegations, by total number of personnel deployed, by category of personnel, 2008-2010

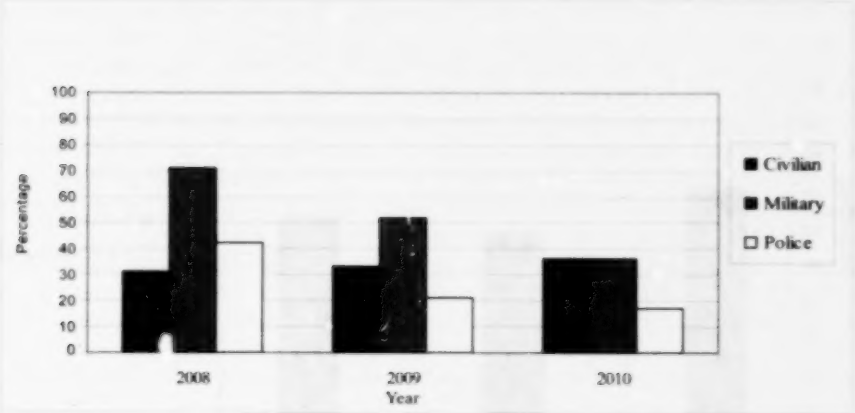


Source: Office of Internal Oversight Services and the Departments of Peacekeeping Operations, Field Support, Political Affairs and Public Information.

17. Furthermore, the proportion of military personnel involved in all reported allegations, including those of the most egregious forms of sexual exploitation and abuse, had decreased (36 per cent in 2010) to a similar proportion of reported allegations of the same nature involving civilian personnel (see figure IV).

Figure IV

Percentage of allegations of the most egregious forms of sexual exploitation and abuse, by category of personnel, compared with the total number of allegations, by category of personnel, 2008-2010



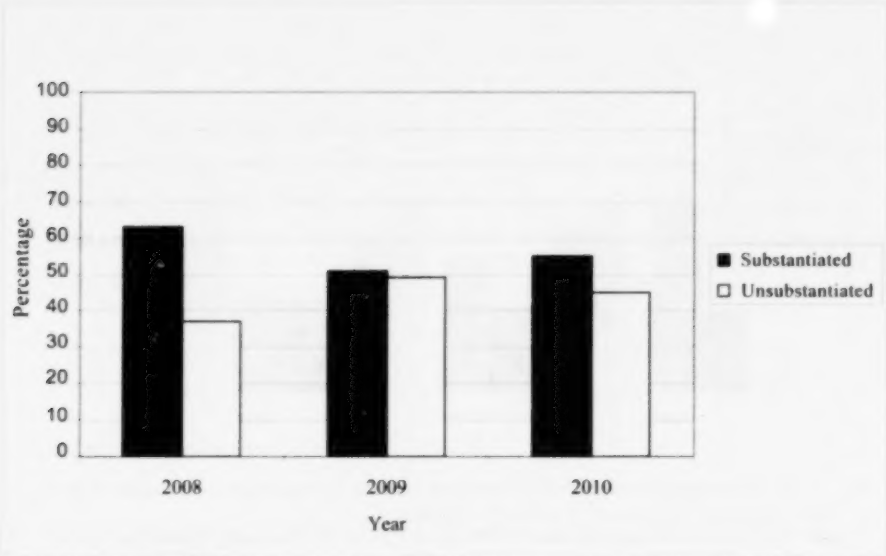
Note: Total percentages do not equal 100 per cent because the data used are a subset of the total number of allegations by category of personnel.

Source: Misconduct tracking system of the Departments of Peacekeeping Operations and of Field Support and the Departments of Peacekeeping Operations, Field Support, Political Affairs and Public Information for deployment data (see footnote 5).

18. Comparing the number of allegations of sexual exploitation and abuse with the number of personnel deployed shows that the highest ratio of allegations per capita involved civilian personnel: 1 allegation to 774 personnel (see figure III). Furthermore, the proportion of civilian personnel involved in reported allegations of the most egregious forms of sexual exploitation and abuse increased slightly over the past three years (see figure IV). This points to a need to re-engage with civilian, as well as police personnel, through additional and more targeted awareness-raising and preventive measures.

19. The percentage of substantiated allegations of sexual exploitation and abuse remained relatively constant, at between 51 and 63 per cent of the total number of allegations reported from 2008 to 2010, for which investigations were completed (see figure V). Allegations that were found to have been unsubstantiated therefore accounted for between 37 and 45 per cent of all allegations for which investigations were completed during the period from 2008 to 2010. In that regard, it is important to note that allegations found to be unsubstantiated through an investigation were not necessarily false or made mala fides. Allegations were often found to be unsubstantiated because of factors such as a lack of conclusive evidence, a lack of witnesses or the impossibility of positively identifying alleged perpetrators.

Figure V
Percentage of substantiated and unsubstantiated allegations of sexual exploitation and abuse, 2008-2010



Source: Misconduct tracking system of the Departments of Peacekeeping Operations and Field Support.

20. The data highlighted above point to significant inroads having been made in combating sexual exploitation and abuse, most notably in respect of military personnel. Such inroads could be attributed to a more systematic delivery of training before and after deployment by troop-contributing countries and the United Nations to military contingent personnel, including through the use of updated training material made available in 2009 and 2010. By their very nature, military structures may prove more susceptible to enhanced accountability, through command and control. In addition, in a number of cases, and when feasible, military camps were moved from cities and villages to areas relatively far away from the local population. Force commanders are routinely and systematically briefed on conduct and discipline issues and sexual exploitation and abuse during their induction at Headquarters.

21. Communication with Member States continued to increase in 2010, in terms of requests made by the Secretariat to Member States to investigate allegations and to follow up on substantiated allegations. In the absence of a response from Member States requested to investigate an allegation, the United Nations would conduct its own administrative investigation and communicate the results of such an investigation to the Member States concerned for further action. However, the absence or low rate of information on action taken by Member States at the investigative or disciplinary levels affects the ability of the Secretariat to provide a comprehensive and complete statistical review and analysis, including through the present report, on accountability for sexual exploitation and abuse. Therefore, room for improvement remains and the Department of Field Support will continue to engage with Member States in that regard.

22. In April 2010, the Advisory Committee on Administrative and Budgetary Questions requested in paragraph 75 of A/64/660 that the present report include an assessment of the impact of recent reforms relating to welfare and recreation in the context of special measures for protection from sexual exploitation and abuse, as endorsed by the General Assembly in its resolution 64/269. With regard to military personnel, at its 2008 session the Working Group on Contingent-Owned Equipment discussed three specific issues: (a) granting a recreational leave allowance of 15 days for contingent personnel; (b) granting an interim rate of reimbursement of $2.76 per person per month for Internet access; and (c) making an amendment to the Manual on Policies and Procedures Concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions specifying the equipment and amenities across the spectrum of welfare to be provided in appropriate quantities at all locations in the mission area. These changes were approved by the Assembly in its resolutions 62/252 and 63/285 and included in the 2008 edition of the Manual (A/C.5/63/18). With regard to civilian and police personnel, while some missions have included welfare provisions as part of their budget, the more comprehensive proposals made by the Secretary-General in his report on the welfare and recreation needs of all categories of personnel and detailed implications (A/63/675) have yet to be discussed by the Assembly.

23. The above-mentioned elements have an impact on the morale and well-being of military personnel. Access to the Internet, for example, allows military personnel to maintain social ties with their community back home and could, therefore, contribute to preventing sexual exploitation and abuse. Information gathered by the Department of Field Support through verification reports[8] indicates a steady increase in Internet access since January 2009. As no data are available prior to 2009, an analysis of trends is not yet feasible. Similarly, the data on the use of recreational allowances and the availability of welfare equipment and amenities at all missions are not yet sufficiently detailed to allow an in-depth analysis. Even if such information were available, it would still be extremely difficult to isolate the impact of welfare or welfare reforms on the behaviour of military personnel as it relates to sexual exploitation and abuse. Improving welfare is one of a series of measures put in place to prevent sexual exploitation and abuse. Several other factors could explain the variances observed in terms of allegations of sexual exploitation and abuse received in any given year. Given the methodological difficulties of evaluating the weight of every single factor separately, the Secretariat considers it reasonable to conclude that the combination of enhanced training and the various preventive measures, some of which are described in detail in the present report, together with accountability mechanisms, resulted in the overall continued decrease in reported allegations of sexual exploitation and abuse. The fact that the occurrence of the most egregious forms of sexual abuse continued to be reported at a fairly consistent rate over the past years indicates that the reporting mechanisms are functioning. However, that consistency may also indicate that there is a limit to the

[8] Verification reports, which are submitted by missions to the Logistics Support Division of the Department of Field Support, indicate the degree of compliance with requirements in terms of equipment and material to be provided under memorandums between the United Nations and troop-contributing countries for deployed contingents. Such requirements include welfare and recreation.

effectiveness of preventive measures in reducing the occurrence of sexual exploitation and abuse.

IV. Strengthening measures for protection from sexual exploitation and sexual abuse

Task Force on Protection from Sexual Exploitation and Abuse

24. The Task Force on Protection from Sexual Exploitation and Abuse was established in 2005 by the Executive Committee on Humanitarian Affairs and the Executive Committee on Peace and Security as a mechanism for providing strategic guidance and support to common initiatives of United Nations agencies and non-governmental organizations under four pillars: (a) engagement with and support of local populations; (b) prevention; (c) response systems, including victim assistance; and (d) management and coordination.

25. In March 2009, the co-Chairs of the Task Force, the Office for the Coordination of Humanitarian Affairs and the Department of Field Support, recognized that significant organizational challenges were impeding progress in the area of protection from sexual exploitation and abuse by personnel of the United Nations, other international organizations and non-governmental organizations, notably with regard to system-wide formal accountability and the lack of a reporting mechanism to the Executive Committees on Humanitarian Affairs and on Peace and Security. In response to this, a global review of protection from sexual exploitation and abuse by personnel of the United Nations, non-governmental organizations, the International Organization for Migration and the International Federation of the Red Cross was completed in June 2010. An external review facilitator worked with 14 agencies to help them conduct self-assessments of their own policies and guidance and the extent of the direction and support provided to their field offices. Field research was conducted in the Democratic Republic of the Congo and Nepal, and desk research was carried out for five additional countries.

26. The results of the review indicated that much more needed to be done to protect affected populations from sexual exploitation and abuse committed while taking humanitarian action and the Inter-Agency Standing Committee (IASC)[9] was called upon to strengthen its leadership on the issue, especially at the field level. The review found that while progress had been made on the establishment of policies, that progress had not translated into adequate managerial and staff understanding and acceptance of those policies. Managers and other personnel demonstrated an inconsistent understanding of their obligations with regard to protection from sexual exploitation and abuse. Other key findings were that, with few exceptions, Headquarters was not giving clear directives to staff in the field or supporting directives given with adequate guidance and training, and that managers were not being held accountable.

27. However, the review indicated that, with respect to peacekeeping missions, considerable resources had been devoted to ensuring that managers were trained,

[9] The Inter-Agency Standing Committee was established by General Assembly resolution 46/182, on the strengthening of humanitarian assistance of the United Nations, and is placed under the leadership of the Emergency Relief Coordinator.

received support and were required to ensure that mechanisms on protection from sexual exploitation and abuse were in place. Leaders at United Nations peacekeeping missions were aware that they would be held accountable through their performance management systems should they fail to implement measures to prevent sexual exploitation and abuse. From a technical point of view, it was found that the Conduct and Discipline Unit and Teams had considerable knowledge to share with the humanitarian agencies and that they must continue to be engaged in inter-agency work in the future.

28. Consistent with the findings of the review, a task force was established under the direction of IASC with a two-year mandate focused on supporting field activities in the following areas: strengthening leadership by supporting heads of agencies in implementing obligations related to protection from sexual exploitation and abuse; supporting field offices in implementing joint community-based complaint mechanisms (including victim assistance); and supporting task force members in institutionalizing protection from sexual exploitation and abuse in their organizations. The IASC task force provides the operational support to field activities originally provided by the task force of the Executive Committees on Humanitarian Affairs and on Peace and Security and is co-Chaired by UNDP and the International Rescue Committee. The Department of Field Support has been invited to be a member and to represent the area of peacekeeping.

29. In January 2011, principals of the task force of the Executive Committees on Humanitarian Affairs and on Peace and Security agreed to maintain a senior-level forum for policymaking and coordination for the peacekeeping, humanitarian and development arms of the United Nations on protection from sexual exploitation and abuse. The forum should formally link United Nations entities to ensure the implementation of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (General Assembly resolution 62/214) and compliance with the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13). Time-bound activities and possible reporting lines for the senior-level forum are currently being explored in order to make the forum accountable at the highest levels of the United Nations system.

Department of Field Support Conduct and Discipline Unit and Teams

30. As some missions have closed, the number of Conduct and Discipline Teams in peacekeeping and special political missions supported by the Department of Field Support decreased from 18 (covering 24 missions) in 2008 to 14 (covering 19 missions and the United Nations Logistics Base at Brindisi, Italy (UNLB)) in 2010. During the period under review, Conduct and Discipline Teams were operational in the following missions: the United Nations Assistance Mission in Afghanistan (UNAMA),[10] BINUB, MINURCAT, UNOCI, MONUSCO, UNMIL, UNMIK, MINUSTAH, the United Nations Assistance Mission for Iraq (UNAMI), the United

[10] Also covering UNMOGIP.

Nations Interim Force in Lebanon (UNIFIL),[11] UNMIS, UNAMID, UNMIT and the United Nations Mission for the Referendum in Western Sahara (MINURSO).

31. A comprehensive survey of the activities of Conduct and Discipline Teams (including in missions for which regional coverage is provided by a Team in another mission)[12] was conducted at the end of the reporting period to review preventive measures, training, complaint mechanisms and communication activities. The key results of that survey are summarized as follows:

(a) In 16 of the 17 missions that responded to the survey, training on the prevention of sexual exploitation and abuse was conducted either as part of the induction of new personnel or in a separate, targeted training session. In 5 of the 17 missions, training on the prevention of sexual exploitation and abuse was provided both as part of induction and in targeted training sessions. In 15 missions, the Conduct and Discipline Team or focal points conducted the training, while in MINURSO this function was carried out by the military focal points;

(b) In terms of measures adopted by the missions to prevent sexual exploitation and abuse, off-limits areas were in place in 8 of 17 missions, while curfews were in place in 7. In addition, three missions had instituted a non-fraternization policy and two had adopted an off-duty uniform requirement. Three missions indicated that curfews and limitations on the movement of personnel were imposed as a result of the security situation in the country. Most measures were enforced through administrative instructions or information circulars, e-mail messages and memorandums, or through the adoption of standard operating procedures. More than half of the missions conducted periodic reviews of the measures in place;

(c) All the missions surveyed reported having established mechanisms for reporting complaints against deployed United Nations personnel. Examples of complaint mechanisms included telephone hotlines, specific e-mail addresses, drop boxes, contact with local non-governmental organizations and the distribution of information on how to report complaints to local interlocutors;

(d) Conduct and Discipline Teams reported carrying out communications activities related to the prevention of sexual exploitation and abuse that targeted audiences inside and outside the mission. More than half the missions (nine) conducted external communications activities, examples of which included print and radio material, targeted campaigns, exhibitions, symposiums and information posted on mission websites. UNOCI, MONUSCO, UNAMID, UNMIL, MINUSTAH, UNMIT, UNFICYP and UNMIS reported carrying out outreach activities related to the prevention of sexual exploitation and abuse, including holding meetings with local government officials, liaising with educational centres and schools and carrying out informational sessions with the local population. In all but one mission (UNSCO), intra-mission communications activities were carried out, for example

[11] Also covering the United Nations Disengagement Observer Force (UNDOF), the United Nations Peacekeeping Force in Cyprus (UNFICYP), the United Nations Truce Supervision Organization (UNTSO)/the Office of the United Nations Special Coordinator for the Middle East Peace Process (UNSCO) and UNLB.

[12] Responses were received for the following missions: UNOCI, MINURSO, MONUSCO, UNAMID, MINURCAT, UNMIL, UNIFIL, UNAMA, UNDOF, MINUSTAH, UNMIT, UNAMI, UNFICYP, UNMOGIP, UNSCO, UNMIS. A response was also received for UNLB.

through e-mail broadcasts, administrative instructions, information circulars and handouts to mission personnel.

Update on activities and policies relevant to the prevention of sexual exploitation and abuse

32. The activities of the Conduct and Discipline Unit and Teams continued along the lines established within the three-pronged comprehensive strategy to address sexual exploitation and abuse: prevention, enforcement and remedial action. Major new activities and outcomes for 2010 include the following:

(a) An induction training programme on conduct and discipline was developed and first implemented in November 2010 in Entebbe, Uganda. The four-day programme served to inform the members of Conduct and Discipline Teams and conduct and discipline focal points about their role in terms of prevention, enforcement and remedial action, as a means of addressing conduct and discipline issues among United Nations personnel in peacekeeping and special political missions;

(b) The development of guidance on conduct and discipline-related issues was ongoing. For example, the Departments of Peacekeeping Operations and Field Support standard operating procedure on the implementation of conduct- and discipline-related provisions contained in the revised memorandum of understanding between the United Nations and troop-contributing countries was finalized, and an advisory document for personnel involved in ensuring good conduct and discipline was drafted and used in the development of the above-mentioned induction training programme;

(c) The Conduct and Discipline Unit, in partnership with the Information and Communications Technology Division of the Department of Field Support, developed an improved information-sharing tool for the public website that was launched on 18 October 2010. This interactive "dashboard" enables the public to search for statistics on misconduct allegations, in particular on allegations of sexual exploitation and abuse, in a variety of ways, thus allowing for a better understanding of the state of misconduct in United Nations peacekeeping and special political missions supported by the Department. Information available through the dashboard includes disaggregated data on the number of allegations received for all types of misconduct, the status of investigations into allegations of sexual exploitation and abuse and the status of investigations into allegations of misconduct referred to Member States for follow-up;

(d) Several awareness-raising and communications materials were produced by the Conduct and Discipline Unit in 2010, including a brochure and a series of posters for distribution at Headquarters and in the field. The posters promote United Nations standards of conduct, projecting the themes of professionalism, integrity, courtesy and dignity. An information pack containing a brochure of the Conduct and Discipline Unit, fact sheets providing general information and disaggregated information on disciplinary action and a background note was developed to promote greater awareness of conduct- and discipline-related issues. In addition, an internal newsletter was launched to improve communication and dialogue between Headquarters and Conduct and Discipline Teams, and to provide updates on policy developments, training initiatives and key reports;

(e) Ongoing public information activities included issuing quarterly press releases as part of United Nations efforts to improve transparency on the issue of sexual exploitation and abuse involving personnel of peacekeeping and special political missions and responding to media enquiries and external requests for information.

V. Conclusions

33. During the reporting period 116 allegations of sexual exploitation and abuse were reported, a marked decline that brings the number close to the level observed in 2008, when 111 cases had been reported. As in previous years, a large majority of cases involved personnel deployed in peacekeeping and special political missions supported by the Department of Field Support. For the third consecutive year, all entities requested to provide information on allegations of sexual exploitation and abuse did so, indicating the continuous commitment of the United Nations community to address and prevent sexual exploitation and abuse. All the entities confirmed making efforts to ensure that all staff members and related personnel were aware of the content of the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse.

34. In peacekeeping and special political missions supported by the Department of Field Support, marked progress was made in combating sexual exploitation and abuse globally. Together with the commitment of Member States, over the past five years, the structures, preventive measures and awareness-raising and training activities that have been put in place have contributed to the positive results achieved so far.

35. Although some variances have been observed over the past three years, the statistical data available point to a downward trend, most notably with regard to military personnel. The allegations involving the most egregious forms of sexual abuse, however, continue to represent over 50 per cent of the total number of allegations reported and remain a cause of serious concern. An analysis of the data has highlighted the need to focus more on the involvement of civilian and police personnel in preventing sexual exploitation and abuse and to enhance preventive measures and awareness-raising activities in respect of those two categories of personnel.

36. The Secretary-General remains fully committed to his policy of zero tolerance of sexual exploitation and abuse and to his efforts to prevent the perpetration of acts of sexual exploitation and abuse by United Nations staff members and related personnel. Addressing sexual exploitation and abuse is not a time-bound activity and requires tireless efforts both at Headquarters and in the field to keep the momentum and maintain vigilance. The partnership between the United Nations and Member States in addressing these issues remains essential.

37. **The General Assembly is requested to take note of the present report.**

Annex I

United Nations entities requested to provide information on allegations of sexual exploitation and abuse

Department for General Assembly and Conference Management

Department of Economic and Social Affairs

Department of Field Support

Department of Management

Department of Peacekeeping Operations

Department of Political Affairs

Department of Public Information

Department of Safety and Security

Economic and Social Commission for Asia and the Pacific

Economic and Social Commission for Western Asia

Economic Commission for Africa

Economic Commission for Europe

Economic Commission for Latin America and the Caribbean

International Criminal Tribunal for Rwanda

International Trade Centre

International Tribunal for the Former Yugoslavia

Joint United Nations Programme on HIV/AIDS

Office for Disarmament Affairs

Office for the Coordination of Humanitarian Affairs

Office of Internal Oversight Services

Office of Legal Affairs

Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States

Office of the Secretary-General

Office of the Special Adviser on Africa

Office of the Special Representative of the Secretary-General for Children and Armed Conflict

Office of the United Nations High Commissioner for Human Rights

Office of the United Nations High Commissioner for Refugees

Peacebuilding Support Office

United Nations Children's Fund

United Nations Conference on Trade and Development

United Nations Development Fund for Women

United Nations Development Programme

United Nations Joint Staff Pension Fund

United Nations Office at Geneva

United Nations Office at Nairobi[a]

United Nations Office at Vienna[b]

United Nations Office for Project Services

United Nations Population Fund

United Nations Relief and Works Agency for Palestine Refugees in the Near East

United Nations University

United Nations Volunteers Programme

World Food Programme

[a] Including the United Nations Environment Programme and the United Nations Human Settlements Programme.

[b] Including the United Nations Office on Drugs and Crime.

Annex II

Nature of allegations by entities other than peacekeeping and special political missions supported by the Department of Field Support

Nature of allegation	*Office for the Coordination of Humanitarian Affairs*	*UNDP*	*UNHCR*	*UNRWA*	*WFP*	*Total*
Rape						
Victim under 18	—	—	—	—	—	0
Victim over 18	—	—	—	—	—	0
Sex with minors	—	1	—	—	3	4
Sexual assault		1[a]				1
Victim under 18	—	—	—	8	—	8
Victim over 18	—	—	—	4	—	4
Trafficking in persons for sexual exploitation	—	—	—	—	—	0
Exchange of money, employment, goods or services for sex	—	2	9	—	—	11
Solicitation of prostitutes	—	—	1	—	1	2
Other forms of sexual exploitation and abuse	1	—	—	—	—	1
Other violations of the provisions of ST/SGB/2003/13 (e.g. false reporting of sexual abuse and exploitation)	—	—	—	—	—	—
Total	**1**	**4**	**10**	**12**	**4**	**31**

[a] The age of the alleged victim is unknown.

Annex III

Status of investigations into allegations received in 2010 involving entities other than the peacekeeping and special political missions supported by the Department of Field Support

Entity	*Allegations received*	*Status of investigation as at 31 December 2010*		
		Allegations found to be unsubstantiated or investigations were closed	*Allegations found to be substantiated*	*Investigations ongoing*
Office for the Coordination of Humanitarian Affairs	1	1	—	—
UNDP	4	2	—	2
UNHCR	10	2	—	8
UNRWA	12	5	6	1
WFP	4	1	1	2
Total	**31**	**11**	**7**	**13**

Annex IV

Number of allegations, by month, reported to the Office of Internal Oversight Services in 2010 involving personnel deployed in peacekeeping and special political missions supported by the Department of Field Support

Mission	*Jan.*	*Feb.*	*Mar.*	*Apr.*	*May*	*June*	*July*	*Aug.*	*Sept.*	*Oct.*	*Nov.*	*Dec.*	***Total***
BINUB	—	—	1	—	—	—	—	—	—	—	—	—	**1**
MINURCAT	—	1	—	—	—	—	—	—	1	—	1	—	**3**
MINURSO	—	—	—	—	—	—	—	—	—	—	—	—	—
MINUSTAH	—	3	1	1	1	1	1	—	—	1	1	—	**10**
MONUC/ MONUSCO	1	1	7	5	3	5	2	5	1	1	3	2	**36**
UNAMA	—	—	—	—	—	—	—	—	—	—	—	—	—
UNAMI	—	—	—	—	—	—	—	—	—	—	—	—	—
UNAMID	—	—	—	—	—	—	—	—	—	—	—	—	—
UNDOF	—	—	—	—	—	—	—	—	—	—	—	—	—
UNFICYP	—	—	—	—	—	—	—	—	—	—	—	—	—
UNIFIL	—	—	—	—	—	—	—	—	—	—	—	—	—
UNLB	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMIK	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMIL	1	1	4	—	—	2	—	1	2	1	—	3	**15**
UNMIS	—	—	—	—	—	1	3	2	1	2	1	—	**10**
UNMIT	—	—	—	—	—	—	—	—	—	1	—	2	**3**
UNMOGIP	—	—	—	—	—	—	—	—	—	—	—	1	**1**
UNOCI	—	1	1	1	1	1	—	—	—	—	1	—	**6**
UNSCO	—	—	—	—	—	—	—	—	—	—	—	—	—
UNTSO	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	**2**	**7**	**14**	**7**	**5**	**10**	**6**	**8**	**5**	**6**	**7**	**8**	**85**

Annex V

Number of allegations, by mission and category of personnel, reported to the Office of Internal Oversight Services in 2010 involving personnel deployed in peacekeeping and special political missions supported by the Department of Field Support

Mission	*Staff member*	*United Nations Volunteer*	*Contractor*	*Military personnel*	*Military observer*	*United Nations police*	*Total*
BINUB	1	—	—	—	—	—	**1**
MINURCAT	1	1	1	—	—	—	**3**
MINURSO	—	—	—	—	—	—	—
MINUSTAH	2	—	—	6	—	2	**10**
MONUC/MONUSCO	7	2	1	23	2	1	**36**
UNAMA	—	—	—	—	—	—	—
UNAMI	—	—	—	—	—	—	—
UNAMID	—	—	—	—	—	—	—
UNDOF	—	—	—	—	—	—	—
UNFICYP	—	—	—	—	—	—	—
UNIFIL	—	—	—	—	—	—	—
UNLB	—	—	—	—	—	—	—
UNMIK	—	—	—	—	—	—	—
UNMIL	5	1	—	5	1	3	**15**
UNMIS	6	2	—	—	1	1	**10**
UNMIT	—	1	—	—	—	2	**3**
UNMOGIP	—	—	—	—	1	—	**1**
UNOCI	2	—	—	2	—	2	**6**
UNSCO	—	—	—	—	—	—	—
UNTSO	—	—	—	—	—	—	—
Total	**24**	**7**	**2**	**36**	**5**	**11**	**85**